

Message Text

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E. O. 11652: ADS, DECLAS MAY 25, 1976

SUBJECT: FY 1975 CFS GUIDANCE

I. PREFATORY NOTE: THE CFS SHOULD INCLUDE BUT NOT BE LIMITED TO THE FOLLOWING:

A. AN ASSESSMENT OF THE VALIDITY OF GVN PLANS TO ENCOURAGE AND ACCELERATE RECONSTRUCTION AND DEVELOPMENT WHILE CONTINUING STABILIZATION EFFORTS. SPECIAL ATTENTION SHOULD BE GIVEN TO GVN PLANS FOR REFUGEES AND OTHER WAR VICTIMS AND HOW THESE PEOPLE WILL BE RETURNED TO PRODUCTIVE ROLES IN SOCIETY. ALSO APPRAISE GVN PLANS FOR MOBILIZATION AND DEPLOYMENT OF MANPOWER AND OTHER RESOURCES WHERE LANDS

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ARE TO BE RECLAIMED OR NEW LANDS TO BE DEVELOPED.

B. INDICATE AREAS IN WHICH GVN CAPABILITIES ARE IN-

SUFFICIENT TO ACHIEVE REALISTIC DEVELOPMENT GOALS.

C. INDICATE WHAT ASSISTANCE OTHER DONORS ARE LIKELY TO PROVIDE.

D. WITHIN THE ABOVE CONTEXT, STATE HOW MUCH AND WHAT TYPES OF U. S. ASSISTANCE VIETNAM WILL REQUIRE IN FY 75.

2. BASIC OBJECTIVES, ASSUMPTIONS AND POLICIES

A. ASSUMING THAT THE PARTIES TO THE CEASEFIRE CONTINUE THEIR PRESENT DEGREE OF COMPLIANCE WITH THE PARIS ACCORD, U. S. ASSISTANCE IN FY 1975 SHOULD HAVE AS ITS CENTRAL OBJECTIVE TO SUPPORT VALID GVN EFFORTS TO ACHIEVE ECONOMIC GROWTH AND A LESSENING DEPENDENCE ON U. S. ECONOMIC AID, WHILE AVOIDING ACCELERATING INFLATION.

B. THE U. S. WILL CONTINUE ITS EFFORTS IN VIETNAM AND ELSEWHERE TO MAXIMIZE THE MAGNITUDE, SCOPE AND EFFECTIVENESS OF OTHER DONOR ASSISTANCE TO VIETNAM.

C. THE MAGNITUDE, TYPE AND COMPOSITION OF U. S. AID SHOULD DEPEND MORE THAN IN THE PAST ON THE AMOUNTS AND TYPES OF ASSISTANCE PROVIDED BY OTHER DONORS, ON GVN SELF-HELP EFFORTS AND ON THE INFLOWS OF FOREIGN PRIVATE INVESTMENT. MONETARY STABILIZATION SHOULD DEPEND LESS THAN IN THE PAST ON U. S.- FINANCED IMPORTS AND MORE ON GVN FISCAL POLICY, EXCHANGE RATE ADJUSTMENTS, AND OTHER- DONOR ASSISTANCE. CONSUMPTION SHOULD BE PRUDENTLY LIMITED.

D. U. S. AID SHOULD GIVE MORE EMPHASIS THAN IN THE PAST TO AGRICULTURAL DEVELOPMENT. POLICIES SHOULD STRESS DEVELOPMENT OF EXPORT POTENTIAL AS WELL AS PREPARATION OF ABANDONED ARABLE LAND FOR RESETTLEMENT OF REFUGEES AND DEMOBILIZED SOLDIERS.

E. U. S. ASSISTANCE TO INDUSTRY SHOULD EMPHASIZE THE
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PRODUCTION OF -- GOLDS WITH LOW IMPORT CONTENT, AND PRODUCTS WHICH SUBSTITUTE IN AN EFFICIENT MANNER FOR IMPORTS OR HAVE EXPORT POTENTIAL. EMPLOYMENT POTENTIAL SHOULD ALSO BE A FACTOR IN SELECTION OF INDUSTRIAL AS WELL AS AGRICULTURAL PROJECTS AND PROGRAMS.

F. U. S. ASSISTANCE SHOULD GIVE MORE EMPHASIS TO ATTRACTING FOREIGN PRIVATE INVESTMENT TO VIETNAM, INCLUDING, AS POSSIBLE, OPIC GUARANTEES AND EXPORT- IMPORT BANK FINANCING.

G. CONGRESSIONAL ATTITUDE TOWARD UNTIED AID SHOULD

BE BALANCED AGAINST THE HIGHER COST OF TIED PROCUREMENT IN DECIDING ON THE RECOMMENDED DIVISION OF OUR PROGRAM BETWEEN TIED AND UNTIED FUNDING. THE NECESSITY OF MAINTAINING A REASONABLE LEVEL OF GVN RESERVES SHOULD ALSO BE CONSIDERED. DUE TO U. S. BALANCE OF PAYMENTS PROBLEMS AND THE STILL UNCERTAIN NATURE OF THE U. S. RELATIVE COMPETITIVE EXPORT POSITION, THE PREFERENCE HERE IS FOR TYING OF U. S. AID INPUTS.

H. THE U. S. SHOULD CONTINUE TO ADVISE THE GVN ON FORMULATION OF DEVELOPMENT PLANS AND POLICIES, INCLUDING THOSE NECESSARY TO OVERCOME INSTITUTIONAL, PRICE, CREDIT AND OTHER BOTTLENECKS TO ECONOMIC GROWTH.

3. FY 1975 PROGRAM AND STRATEGY

A. THE THRUST OF U. S. POLICY SHOULD BE TO SUPPORT SPECIFIC GVN EFFORTS IN AGRICULTURAL DEVELOPMENT, EXPORT EXPANSION AND INDUSTRIAL AND MANUFACTURING GROWTH ALONG LINES MOST SUITABLE TO VIETNAMESE RESOURCES IN CONSONANCE WITH REALISTIC GVN DEVELOPMENT TARGETS. TO THE EXTENT REQUIRED, U. S. FINANCING WILL CONTINUE TO BE AVAILABLE TO IMPORT SOME OF THOSE RESOURCES WHICH ARE NECESSARY TO THE ECONOMY BUT DUE TO HOSTILITIES ARE UNAVAILABLE DOMESTICALLY. BY FY 1975 WE ANTICIPATE CONCRETE EVIDENCE OF OTHER DONOR INTEREST NOTWITHSTANDING THE LACK OF SPECIFIC PLEDGES AND COMMITMENTS BY OTHER DONORS AT THIS TIME. THE DESIGN OF THE FY 1975 PROGRAM SHOULD REFLECT A REASONABLE
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LEVEL OF FINANCING OF DEVELOPMENT AND RECONSTRUCTION ACTIVITIES FROM OTHER DONORS.

B. BY FY 1975, WE WOULD ASSUME SUBSTANTIAL REDUCTION IN U. S. SUPPORT FOR REFUGEE RELIEF EFFORTS AND IN FINANCING OF RICE IMPORTS. COMMODITY SUPPORT SHOULD FINANCE BASIC RAW MATERIALS AND PRODUCTION REQUIREMENTS FOR INDUSTRY AND AGRICULTURE, WITH AN INCREASINGLY LARGER PROPORTION DEVOTED TO CAPITAL MACHINERY AND EQUIPMENT. THE MISSION SHOULD ASSESS THE PROBLEMS AND ALTERNATIVE COMPENSATORY MEASURES AVAILABLE TO THE GVN OF (A) CONTINUED REDUCTION IN UNTIED DOD SUPPLIED FOREIGN EXCHANGE, (B) POSSIBLE DONOR TYING OF AID, AND (C) THE EXTENT TO WHICH THESE PROBLEMS MAY BE OFFSET BY COORDINATED DONOR ARRANGEMENTS.

C. ESTIMATES SHOULD BE PROVIDED OF THE APPROXIMATE VALUE OF EACH TYPE OF RESOURCE (COMMODITIES, FUNDS, ETC.) BEING CONSIGNED UNDER THE VARIOUS MAJOR PROGRAMS TOWARDS THE ACHIEVEMENT OF THE U. S. PRIORITY OBJECTIVES,

INCLUDING ESTIMATES OF MISSION PERSONNEL REQUIRED BY FY 1975. THE KEY QUESTIONS TO BE ADDRESSED IN THIS PART OF THE CFS ARE:

(1) WHAT KINDS OF RESOURCES DOES THE MISSION PROPOSE TO HAVE THE U. S. COMMIT IN FY 1975 UNDER EACH OF ITS GOALS?

(2) IN WHAT AMOUNTS WILL THESE RESOURCES BE PROVIDED?

(3) FOR WHAT SPECIFIC PURPOSES OR PRIORITY OBJECTIVES ARE THE RESOURCES BEING COMMITTED? (FYI: STATE 97074 OUTLINING THE FY 1974 PROGRAM COMPOSITION AND MAGNITUDE MAY BE HELPFUL IN THIS REGARD.) EXCLUDING EXTRAORDINARY ACTIVITIES IN REFUGEE RELIEF AND REHABILITATION, HEALTH, AND NEW CAPITAL DEVELOPMENT PROJECTS, THE REGULAR SA PROJECT PROGRAM SHOULD BE KEPT WITHIN A DOLS 20 MILLION CEILING.

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D. THERE SHOULD BE A BRIEF JUSTIFICATION OF THE MAJOR COMMODITY REQUIREMENTS (E. G., POL, FERTILIZER AND CORN), THEIR ESTIMATED QUANTITIES AND DOLLAR VALUES AND A COMPARISON OF EACH COMMODITY CATEGORY OF THE FY 75 CIP AND PL 480 TITLE I PROGRAMS WITH THE ACTUAL DATA FOR FY 72 AND FY 73. AN ANALYSIS OF THE USES OF AID-FINANCED POL IMPORTS SHOULD ALSO BE INCLUDED (BROKEN DOWN BY INDUSTRIAL, CIVIL GOVERNMENT, AND PRIVATE CONSUMPTION USAGE) AND STEPS PROPOSED TO LIMIT LESS ESSENTIAL CONSUMPTION USES. WHAT IS THE STATUS AND PROGRESS OF GVN PLANNING FOR OFFSHORE OIL EXPLORATION? TO WHAT EXTENT WILL IT INFLUENCE POL IMPORTS IN THE 1970'?

4. FY 1975 PROGRAM CONSTRAINTS

A. FUNDING LEVELS: WE ARE UNABLE AT THE PRESENT TIME TO FORECAST THE EXTENT OF CONGRESSIONAL RECEPTIVITY TO POST- CEASEFIRE AID PROGRAMS FOR VIETNAM; YOUR FY 75 REQUEST SHOULD NOT EXCEED THE AVERAGE OF THE FY 73 AND FY 74 CONGRESSIONAL PRESENTATION AMOUNTS. THE MISSION SHOULD BE PREPARED TO ASSESS THE IMPACT AND EFFECT ON U. S. OBJECTIVES OF REDUCTIONS IN APPROVED FINANCING OF 25 PERCENT BELOW THE AMOUNT REQUESTED IN THE FY 75 CFS. WHAT ALTERNATIVE POLICY CHOICES ARE AVAILABLE TO THE MISSION/ GVN WHICH WOULD MINIMIZE DISRUPTIVE EFFECTS OF SUCH REDUCTIONS? WHAT PROGRAM- OBJECTIVES WOULD BE DROPPED? WHICH PORTION OF THE PROGRAM COULD BE SHIFTED TO NON- AID FINANCING SOURCES?

B. PL 480 TITLE I: CHANGES IN WORLD- WIDE DEMAND AND SUPPLY SITUATION FOR PARTICULAR COMMODITIES FURNISHED VIETNAM, SUCH AS DRIED MILK, LIMIT THE AMOUNTS AVAILABLE UNDER TITLE I LOCAL CURRENCY SALES. LARGE DEMAND HAS BEEN DEVELOPED IN VIETNAM FOR SOME COMMODITIES NOT POTENTIALLY REPLACABLE BY DOMESTIC AGRICULTURAL PRODUCTION. THE MISSION SHOULD CONSIDER LIMITING NON- ESSENTIAL DEMAND SUCH COMMODITIES. THE LEVELS AND AMOUNTS OF COMMODITIES REQUESTED SHOULD BE CONSISTENT WITH THE FOCUS AND PRIORITIES OF AGRICULTURAL DEVELOPMENT ACTIVITIES. WE

WOULD EXPECT THAT CAREFUL COORDINATION OF AGRICULTURAL
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PROGRAMS AND POLICIES CAN CONTRIBUTE TO SUBSTANTIALLY REDUCE RICE IMPORTS.

C. ECONOMIC PLANNING: SHORTCOMINGS AND LIMITATIONS IN INSTITUTIONAL MECHANISMS AND RESOURCES AVAILABLE TO THE GVN MAY CURTAIL THE GOVERNMENT'S ABILITY TO IMPLEMENT PLANNING OBJECTIVES. THE MISSION'S ASSESSMENT OF THESE POSSIBLE SHORTFALLS IN PERFORMANCE AND IMPLICATIONS FOR THE U. S. AID PROGRAM SHOULD BE EXPLORED. THE MISSION SHOULD ADDRESS THE ISSUE OF GVN CAPABILITY TO DEVELOP AND PREPARE FOR DONOR FINANCING, CAPITAL PROJECTS CONSISTENT WITH THE THRUST OF THE GVN'S OWN LONG- RANGE PROGRAMS, AND THE IMPLICATIONS THIS MAY PLACE ON VIETNAM'S CAPITAL ABSORPTIVE CAPACITY. SPECIFIC MEASURES SHOULD BE DISCUSSED WHICH MAY IMPROVE THE PLANNING PROCESS AND ENHANCE THE ROLE OF NON- U. S. DONORS AND FINANCIAL INSTITUTIONS.

D. THE LEVEL AND CHARACTER OF THE MISSION'S FY 1975 PERSONNEL STAFFING ESTIMATES SHOULD REFLECT OUR PREFERENCE FOR PROVIDING CENTRALIZED TECHNICAL ADVISORY AND POLICY GUIDANCE IN CONTRAST TO THE FORMER METHOD OF COUNTRY- WIDE DISPERSAL OF OPERATIONAL U. S. PERSONNEL. CFS PROPOSED STAFF LEVELS SHOULD REFLECT ONLY THE PRIORITIES OF THE AID PROGRAM AND THE TECHNICAL ADVISORY NEEDS OF THE VIETNAMESE GOVERNMENT.

5. ECONOMIC ANALYSIS AND LONG TERM TRENDS

A. THE CFS SHOULD APPRAISE THE VALIDITY AND CONSISTENCY OF THE SEVERAL GVN RECONSTRUCTION AND DEVELOPMENT PLANS, INDICATE ANY MAJOR WEAKNESSES OF THESE PLANS, AND POINT OUT SIGNIFICANT AREAS IN WHICH U. S. AND GVN DEVELOPMENT STRATEGY AND PRIORITIES DIFFER. STATE HOW U. S. ASSISTANCE CAN BEST CONTRIBUTE, IN CONCERT WITH OTHER DONORS, TO ATTAINMENT OF REALISTIC DEVELOPMENT GOALS AND PROGRESS TOWARD ECONOMIC SELF- SUPPORT.

B. WHILE WE EXPECT U. S. AID LEVELS TO BE SUBSTANTIALLY REDUCED BY THE END OF THE 1970'S, WE ANTICIPATE TOTAL EXTERNAL ASSISTANCE COMBINED WITH PRIVATE LONG-CONFIDENTIAL
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TERM INVESTMENT TO BE FORTHCOMING IN THE AMOUNTS SUFFICIENT TO SUSTAIN A PRUDENTLY MANAGED DEVELOPMENT PROGRAM. MEDIUM AND LONG- TERM ECONOMIC DEVELOPMENT STRATEGIES AND PROGRAMS PRESENTED RECENTLY BY THE GVN SHOULD PROVIDE A FRAMEWORK FOR THE MISSION'S OWN CRITICAL ASSESSMENT OF THE MOST LIKELY DEVELOPMENT PATH OF THE VIETNAMESE ECONOMY OVER THE PERIOD 1973 TO 1980 AND AN APPRAISAL OF THE

CAPITAL INPUTS REQUIRED TO ACHIEVE THE PROJECTED GROWTH LEVELS; SPECIFIC EMPHASIS SHOULD BE GIVEN:

(1) OUTLINE THE GVN STRATEGY TO NARROW THE BALANCE OF PAYMENTS GAP IN 1973-80. WHAT ARE THE BASIC OBJECTIVES AND POLICIES CONCERNING EXPANSION OF DOMESTIC PRODUCTION AND LIMITING IMPORTS OF RICE, POL, FERTILIZER, SUGAR, CEMENT AND TEXTILES? PROVIDE A BALANCE OF PAYMENTS PROJECTION THROUGH CY 75.

(2) EXPLAIN THE IMPLICATIONS OF LIMITING PER CAPITA CONSUMPTION AS PROJECTED IN THE VARIOUS DEVELOPMENT PLANS. IS THIS LIMITATION REALISTIC IN POLITICAL/MILITARY TERMS? WHILE LESSENING DEPENDENCE ON U. S. AID AND PROVIDING MORE FUNDS FOR DEVELOPMENT, WILL SUCH RESTRICTIONS PROMOTE OTHER ECONOMIC PROBLEMS, E. G., SMUGGLING AND TAX LEAKAGES?

(3) PLEASE PROVIDE DESCRIPTION OF THE PROBLEMS INHIBITING THE DEVELOPMENT OF VIETNAMESE AGRICULTURE AND LIMITING ITS CONTRIBUTION TO IMPLEMENTATION OF GVN DEVELOPMENT PLANS. EXPLAIN THE MAJOR ISSUES WITHIN PROGRAM CONSTRAINTS. BOTTLENECKS TO EXPANDING AND DIVERSIFYING PRODUCTION, SUCH AS PRODUCTION CREDIT, MARKETING, AND OTHER INSTITUTIONAL CONSTRAINTS SHOULD BE DISCUSSED TOGETHER WITH PROPOSALS FOR THEIR ALLEVIATION. GIVEN SECURITY LIMITATIONS, CAN OTHER ACTIVITIES SUCH AS DRAINAGE, WATER CONTROL, OPENING OF NEW LANDS TO CULTIVATION, OR SHIFTS IN UNEMPLOYED LABOR BACK TO THE RURAL AREAS BE REALISTICALLY UNDERTAKEN ON A MAJOR SCALE? IS IMPROVED GVN FORECASTING REQUIRED FOR A BETTER ASSESSMENT OF RURAL PRODUCTION PROBLEMS, OR ARE EXISTING ESTIMATION ERRORS WITHIN TOLERABLE RANGES?
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(4) ASSESS THE ADEQUACY OF GVN PROGRAMS AND POLICIES TO ACHIEVE EXPORT TARGETS, INCLUDING VIETNAMESE EFFORTS TO OBTAIN ACCESS TO FOREIGN MARKETS.

(5) ANALYZE STABILIZATION CONSTRAINTS AND TRADE-OFFS POSSIBLE THROUGH EXCHANGE RATE CHANGES AND FISCAL POLICIES. ALTERNATIVE RATES OF INFLATION SHOULD BE EXPLICITLY LINKED WITH THE GROWTH RATES AND RESOURCE AVAILABILITIES. PLEASE PROVIDE MONETARY GAP ANALYSIS THROUGH CY 75.

(6) ANALYZE THE LONG- TERM CONSTRAINTS TO FOREIGN BORROWING IMPOSED BY DEBT SERVICING LIMITATIONS AND THE IMPLICATIONS FOR FUTURE SA/ DL LOAN ASSISTANCE. DISCUSS

THE OPTIMUM FEASIBLE RATE FOR SHIFTING PORTIONS OF THE AID PROGRAM TO A CONCESSIONAL LOAN BASIS. WHICH PORTIONS CAN MOST READILY BE SHIFTED? WHAT LOAN TERMS SHOULD BE OFFERED BY THE U. S. AND OTHER DONORS? ATTENTION SHOULD BE GIVEN TO THE ANTICIPATED AMOUNT OF SHORT- TERM SUPPLIER' S CREDITS AND THEIR INFLUENCE ON THE EXTERNAL DEBT. WHAT IS THE USAID' S BEST ESTIMATE OF THE AMOUNTS, TYPES, AND TERMS OF OTHER- DONOR AID CONTRIBUTIONS ON BOTH A COMMITMENT AND CASH FLOW BASIS FOR THE NEXT THREE YEARS?

(7) IN VIEW OF THE POSSIBLE SHIFT OF A MAJOR PORTION OF THE AID PROGRAM TO A LOAN BASIS, WILL ADDITIONAL MEASURES BE REQUIRED TO INSURE ADEQUATE U. S. INFLUENCE IN ALLOCATION OF GVN BUDGETARY RESOURCES?

(8) PLEASE EXPLAIN ANY MAJOR ECONOMIC POLICY REFORMS STILL REQUIRED IN SUPPORT OF VIETNAM' S TRANSITION TO ECONOMIC DEVELOPMENT.

(9) EXPLAIN WHAT IS BEING DONE TO IMPROVE GVN PLANNING, PROGRAMMING AND BUDGETARY PROCESSES AND PARTICULARLY WHAT IS CONTEMPLATED TO ESTABLISH BETTER LINKS BETWEEN PLANNING AND BUDGETING. IS THE GVN FULLY AWARE OF THE IMPORTANCE OF IMPROVEMENTS IN THESE AREAS?

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(10) WHAT ARE PRESENT USAID ESTIMATES OF MINIMUM REQUIRED LEVELS OF GVN INTERNATIONAL RESERVES AND CIP PIPELINE IN THE NEXT SEVERAL YEARS?

(11) EXPLAIN AND APPRAISE GVN PLANS FOR ATTRACTING PRIVATE CAPITAL INFLOW?

(12) EXPLAIN USAID VIEWS REGARDING GVN PLANS FOR

PHASED DEMOBILIZATION AND THE ABILITY OF THE ECONOMY TO
ABSORB PRODUCTIVELY THOSE DEMOBILIZED.

(I3) OUTLINE THE DIMENSIONS OF PROSPECTIVE UNEM-
PLOYMENT PROBLEMS IN THE NEXT SEVERAL YEARS.

(I4) SPECIFY GVN BUDGETARY AND U. S. (AAC) PIASTER
REQUIREMENTS FOR REFUGEE RELIEF AND RECONSTRUCTION THROUGH
CY 75. WILL THE MAGNITUDE OF THESE PROGRAMS HAVE A
SIGNIFICANT DESTABILIZING EFFECT UPON THE ECONOMY?

(I5) COMMENT ON EFFECTIVENESS OF GVN POPULATION
PROGRAMS FOR 1973-80 PERIOD.

6. TIMING: THE CFS SHOULD ARRIVE IN WASHINGTON BY AUGUST
1, 1973. RUSH

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